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August 9, 2011

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TO: Appointing Authorities, Personnel Officers and Unions Representing
State Employees
FROM: Bill Miller, Director
SUBJECT: FY 2013 Pay Plan Recommendations

Attached, please find a copy of the Personnel Advisory Board's Pay Plan Recommendations for FY 2013 as provided to Governor Nixon on August 9, 2011.

The Board's focus this year is on statewide within-grade increases along with the 3.2% General Structure Adjustment.

The Board's recommendations for within-grade salary advancements will lay the foundation for a long range compensation system that is competitive with the labor market and provides recognition of the performance and contributions of state employees.

Attachments

FY 2013 PAY PLAN RECOMMENDATIONS

FOCUSING ON COMPENSATION ISSUES

THE PAY PLAN PROCESS

WITHIN-GRADE SALARY ADVANCEMENTS

GENERAL STRUCTURE ADJUSTMENT

REPOSITIONING / TARGETED WITHIN-GRADE SALARY ADVANCEMENTS

Focusing on Compensation Issues

One of the effects of the recession that began in 2008 has been the growing debate over the level of compensation afforded to public employees, especially within many state governments across the country. What are the facts? Here is the current situation concerning compensation for Missouri State employees:

1) *Comparison of Missouri State public and private sector employee compensation*

There have been many studies that have analyzed and compared public and private sector compensation—and they reach a wide range of conclusions. Until recently, they primarily examined employee compensation from all across the United States—but not specifically Missouri. In March of 2011, Dr. Jeffrey Keefe from Rutgers University released a study that analyzed and compared compensation in several states, including Missouri.

This in-depth study presented a stark case concerning the compensation provided for public and private sector employees. The gap in annual wages for a state government employee was calculated at 28.1% less than similar private sector employees. When the cost of fringe benefits was considered the gap was reduced—but only to 24.3% for total compensation.

For those state and local government employees who hold four-year college degrees, the news is worse. The pay gap for those employees, who make up some 53% of the State's full-time workforce, is calculated at 39% less than similar private sector employees. When benefits are added into the calculation, the gap is only slightly reduced, at 37% for total compensation.

Many people believe that the benefits provided for state employees "make up the difference" for any pay gap. In actuality, they simply do not and the conclusions of Dr. Keefe do not support the "make up the difference" theory.

In conclusion, the information suggests that the compensation provided to Missouri state government employees is lagging behind other states and private sector salaries in Missouri. The State may risk losing trained and experienced employees in the coming months and years due to this situation.

2) State Employee Average Pay Rankings

Various rankings, using different data sets, show that the average pay for Missouri state employees consistently ranks at the bottom.

Las Vegas Chamber of Commerce ranking (2008):	50th
Governing.Com Sourcebook ranking:	50th
Division of Personnel ranking (2007 U.S. Census data):	49th
Division of Personnel ranking (2008 Quarterly Census of Employment & Wage data):	50th
Division of Personnel ranking (2008 Quarterly Census of Employment & Wage data (less NAICS 611)):	50th

No matter what data source is used, Missouri consistently comes at the bottom of any ranking. In the salary surveys with other state governments in which Missouri participates, we also rank at or near the bottom in specific job classes. Approximately 350 benchmark job descriptions are sent to almost all of the states, which results in about 30 states responses. Not all states will have job matches because of differing organizational structures and mix of duty assignments. Below is a sample selection of job matches, with our ranking compared to the number of other states who also matched the particular job class:

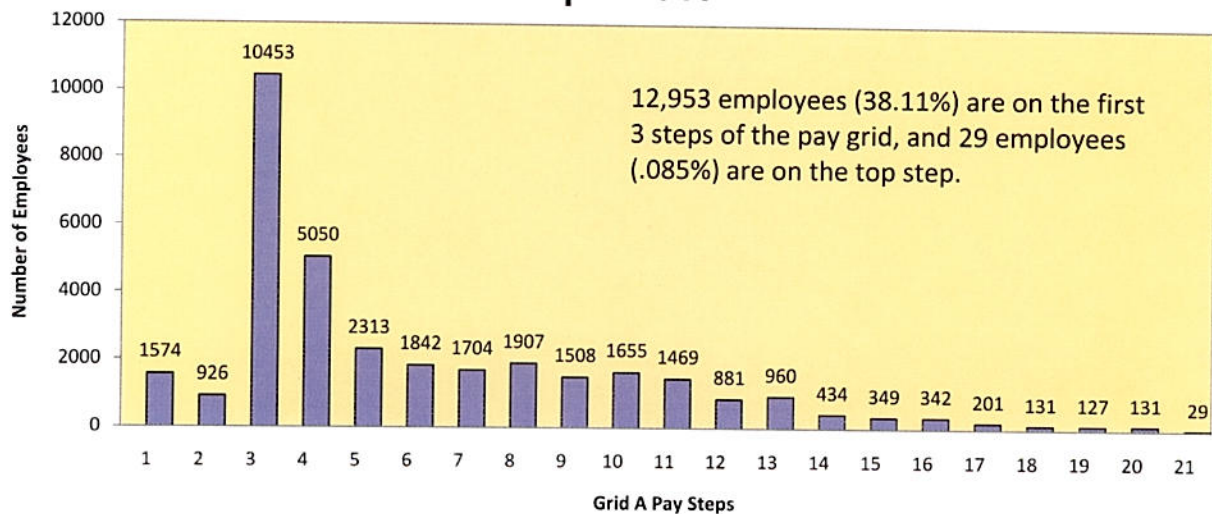
Office Support Assistant (Clerical):	8 th out of 8
Epidemiology Specialist:	10 th out of 13
Child Care Facility Specialist II:	7 th out of 8
Public Health Lab Scientist:	7 th out of 7
Environmental Engineer II:	12 th out of 13
Family Support Eligibility Specialist:	11 th out of 14
Electronics Technician:	12 th out of 14

These are comparisons with states of similar size and economic diversity. In a significant number of job classifications, Missouri employees are the lowest paid among those reported and matched.

3) Missouri State Employees' Pay Compression

The lack of any statewide within-grade increases over the past decade has created a situation in which employees with ten-plus years of experience make exactly the same pay rate as employees who just completed their probationary period. Thirty-eight percent (38%) of Missouri state employees are on the first three steps of their pay range—despite the fact that there are about eighteen (18) steps per range.

UCP System Pay Step Distribution Across Pay Range April 2011



No statewide within-grade (WIG) salary advancement has been granted to all employees since July 1, 2000. The only WIG increase for employees hired after that date would be the customary two-step increase for successfully completing their probationary period. Due to budgetary constraints, even those two step increases aren't always possible. Thus we have trained and proficient employees with ten years of service to the state who receive the exact same salary as fellow employees with less than a year's service who have just completed their probationary period.

How might pay compression affect the operations of state government?

First, this situation can affect the State's ability to effectively recruit new employees. When applicants see the history of the lack of WIG's, they may decide that working for the State of Missouri will lead to reduced future earnings throughout their careers. Agencies cannot, in good faith, point to the pay range and suggest that employees will progress through the range throughout a career. The State may experience problems in filling positions, may be forced to fill positions with candidates who possess marginal qualifications, or, even worse, be forced to reduce the minimum qualifications for job classes in order to fill them.

Second, this situation threatens Missouri's ability to retain its best employees. Employees can see that they have little hope of progressing salary-wise and as the economy improves many may well seek to leave State employment for better paying jobs. Many state government employees have salaries near the bottom of the pay range. Without within-grade salary advancement, those salaries will remain near the bottom.

Third, this situation potentially leads to morale issues as employees may feel under-valued and under-appreciated. The employee can easily feel that their job commitment and performance goes unrecognized from a compensation perspective. This may be most acutely felt among those employees with five to ten years of experience who realize that the newest hired employees are, or soon will be making, exactly the same salary even though they lack the experience and productivity.

The Pay Plan Process

The Personnel Advisory Board (PAB) provides oversight of the Missouri Uniform Classification and Pay (UCP) system. The UCP system consolidates the various types of work performed in state government into homogeneous classes of positions. Each job class is assigned to a pay range with a minimum and maximum rate of pay.

Each year interested parties, including the agencies, unions, and private individuals, are provided the opportunity to give testimony to the PAB concerning pay issues in state government at the public hearing. The Director of Personnel reviews those requests and proposes to the PAB recommendations for pay increases (referred to as the “pay plan”) for the coming fiscal year. To coincide with the budget cycle, these recommendations are provided to the Governor and state budgeting authorities a year in advance of the fiscal year for which they would be effective. The recommendations provide the framework for pay raises that address compensation issues confronting state government and the recruitment and retention of qualified, productive and motivated employees.

An effective system for salary administration accomplishes many objectives for an organization. It attracts new employees; retains trained, competent workers by acknowledging their increased proficiency and contributions; and adjusts to meet the demands of the labor market. The PAB’s annual pay plan recommendations are designed to accomplish these objectives. An effective plan for salary administration needs to be adopted, maintained and adjusted on an on-going basis.

General Within-Grade Salary Advancement

An important and necessary component of the UCP is the ability to move employee salaries through their assigned salary range. Within-grade salary advancements (WIGs) are designed to recognize distinctions in salary based upon both the experience and the performance of employees. WIGs allow for the recognition of the increasing value of trained staff throughout the state.

Historically, WIGs have been a fairly regular feature in Missouri’s compensation picture. Over the past decade however, this has not been the case. No statewide WIG has been granted to Missouri employees since July 1, 2000. The result of this lack of within-grade salary advancements is the significant low-end pay compression now experienced by Missouri state government. Currently 38% of Missouri state employees within the UCP system remain on the bottom three steps of their pay range.

This situation would be worse had it not been for the custody staff and probation & parole assistants for the Department of Corrections and the security aides for the Department of Mental Health being granted a targeted WIG by the legislature in the FY 2009 budget. Many of these employees are now on the fourth step of their pay range. If that WIG had not been granted, then approximately 53% of state employees still be on the first three steps of their pay range.

The PAB is recommending a two-tiered WIG for FY 2013. All employees who have at least 18 months of continuous state service and a "successful" or better rating would receive a one-step WIG. In addition, of those employees, all employees who have at least five years of state service would receive an additional one-step WIG, for a total increase of two steps.

This second step is designed to mitigate some of the low end pay compression we have within our pay ranges. It has been over ten years since the last general within-grade increase was granted to state employees. Almost all new employees and employees in new positions in that time are on the first three steps of their respective pay ranges. Each one-step WIG would represent an increase of approximately 1.88% for the employee. Each two-step WIG would represent an increase of approximately 3.76% increase for the employee.

General Structure Adjustment

A second important component of the UCP is the ability to maintain the overall competitiveness of the pay plan. This is primarily accomplished through the use of the General Structure Adjustment (GSA). The GSA is often described as a "cost of living" adjustment. While the cost of living is a factor in determining the amount of the GSA, the adjustment should not be considered solely as a cost of living increase. The primary purpose of the GSA is to maintain the competitiveness of the pay plan relative to other employers.

Because the GSA is an adjustment to the pay grids themselves, virtually all employees benefit from an increase. Only temporary and seasonal workers are not automatically included. Their increases, if any, are determined by each agency.

The suggested GSA adjustment is based upon a set of consistent economic indicators, along with salary survey information from *WorldatWork*, a globally respected non-profit compensation association. These indicators include:

THE CONSUMER PRICE INDEX (CPI)

The Consumer Price Index (CPI) is a long-standing program that tracks changes in the prices paid by consumers for a representative basket of goods and services. The CPI reflects the spending patterns for two population groups; all urban consumers and urban wage earners/clerical workers. The "All Urban Consumers," subset is used as it represents 87% of the population. The CPI reflects changes in the

prices of goods and services purchased directly in the marketplace. The CPI is calculated by the Bureau of Labor Statistics on a monthly basis.

CPI data is utilized by calculating the percentage change for the most recent month from the same month of the previous year.

EMPLOYMENT COST INDEX (ECI)

The Employment Cost Index (ECI) was developed in the early 1970's to aid in economic analysis. It was developed in response to policy makers' need for a timely, accurate and comprehensive indicator of changes in employers' labor costs that was free from the influence of employment shifts among industries and occupations. The ECI is used to forecast wage trends, and facilitate wage and benefit cost planning. The ECI is calculated by Bureau of Labor Statistics on a quarterly basis.

The ECI is used in the Federal pay-setting process as proscribed in The Ethics Reform Act of 1989 (for Congress, Federal judges, and top Government officials) and The Federal Employees Pay Comparability Act of 1990, which specifies that the ECI will be used to adjust pay for General Schedule employees.

The percentage change in the ECI is calculated by comparing the most recent quarter over the same quarter for the previous year.

WORLDATWORK SALARY BUDGET SURVEY

The *WorldatWork* salary budget survey is the largest and most comprehensive survey of its kind in the industry. It is published on an annual basis and is the longest-running survey of its type, established over 35 years ago.

The salary budget survey is a benchmark used by employers and HR professionals to determine pay increase recommendations. Base pay increases may come from merit increases, cost of living increases or general increases. Salary budgets include the total amount of money allocated by an organization for all employee salaries. It does not include other employment costs, such as increases in medical/dental insurance, payroll taxes, and other fringe benefits.

PERSONAL INCOME (PI)

The Bureau of Economic Analysis calculates changes in Personal Income (PI). The PI data utilized is specifically for the State of Missouri. Personal Income is the income received by all persons from all sources. The PI data entails the sum of net earnings by place of residence. Personal Income calculations are performed by the Bureau of Economic Analysis on a quarterly basis.

The percentage change in the PI for Missouri is calculated for the most recent quarter over the same quarter for the previous year.

The following chart (Table # 1) represents the most current data from these indicators:

TABLE # 1

General Structure Adjustment Economic Indicators	Percentage
<u>Consumer Price Index (CPI-U)</u> U.S. Department of Labor, Bureau of Labor Statistics All Urban Region Consumers (Midwest) Increase for month ending May 2011 over May 2010	3.8%
<u>Employment Cost Index (ECI)</u> U.S. Department of Labor, Bureau of Labor Statistics Midwest (West North Central) Region for Private Industry Workers Wages and Salaries (excludes Benefits) Increase for quarter ending March 2011 over March 2010	1.9%
<u>World at Work Actual Salary Budget Increases</u> Projected for 2011 for Non-Exempt Salaried Workers Special Update July 2010	2.9%
<u>Personal Income (PI)</u> U.S. Department of Commerce, Bureau of Economic Analysis State of Missouri Increase in Personal Income for quarter ending March 2011 over March 2010	4.1%
Average of the Indicators Listed	3.2%

The current indicators as presented in the above table calculate a 3.2% increase in the GSA as being appropriate.

One additional point should be considered in any discussion of a General Structure Adjustment. On occasion the GSA has taken the form of a “flat dollar” increase as opposed to a percentage increase. This type of increase, as opposed to a percentage increase, causes problems for the State of Missouri as an employer:

- Flat dollar increases create pay compression between the pay ranges. This may create a disincentive to employees to take on additional responsibilities, particularly in supervising other staff. In some cases, employees earn more money than their immediate supervisor, especially when the employee is able to earn overtime pay and the supervisor cannot.
- A flat dollar increase can create a disparity of increases such that while some employees receive, for example, a five percent increase, others in their same department receive only a two percent or less increase. This has the potential to create morale issues as some see this as unfair.
- Flat dollar increases potentially erode the distinctions and lessen the value of higher levels of skill and education. Flat dollar increases result in the State eventually paying less than market value for higher paid workers in difficult to fill positions. This may also exacerbate pay disparities between Missouri’s private sector compensation and Missouri’s state employees for job classes requiring higher levels of education.

By utilizing percentage based salary increases, both employees and the State (as the employer) can benefit:

- Percentage based increases allow the State to maintain greater parity with pay increases provided elsewhere in the labor market, both by private employers and other governmental entities, including the federal government. This is important in allowing the pay plan in Missouri to compete for skilled and qualified employees in the market place.
- Percentage based increases allow the State to maintain consistent distinctions between the pay of state jobs and the level of duties performed.
- Percentage based increases help the State workforce by providing a monetary incentive for employees to seek promotional opportunities. Employees see a significant benefit to increasing their personal skill sets and educational credentials.
- Percentage based increases facilitate the retention of employees in jobs that require extensive educational or experiential preparation, and in whom the state has often invested significant resources in employee training and development. The increases in retention of skilled employees helps the state reduce the training and productivity costs (the "learning curve") associated with excessive turnover.
- Percentage based increases facilitate the recruitment of professional employees for whom the state must compete at higher pay levels.

The PAB is recommending a GSA at the level of 3.2%. This is in line with the approach taken for calculations of past GSA recommendations. The total cost in the state budget would be an approximately 3.2% increase in Total Personal Services.

Repositioning/Targeted Within-Grade Salary Advancements

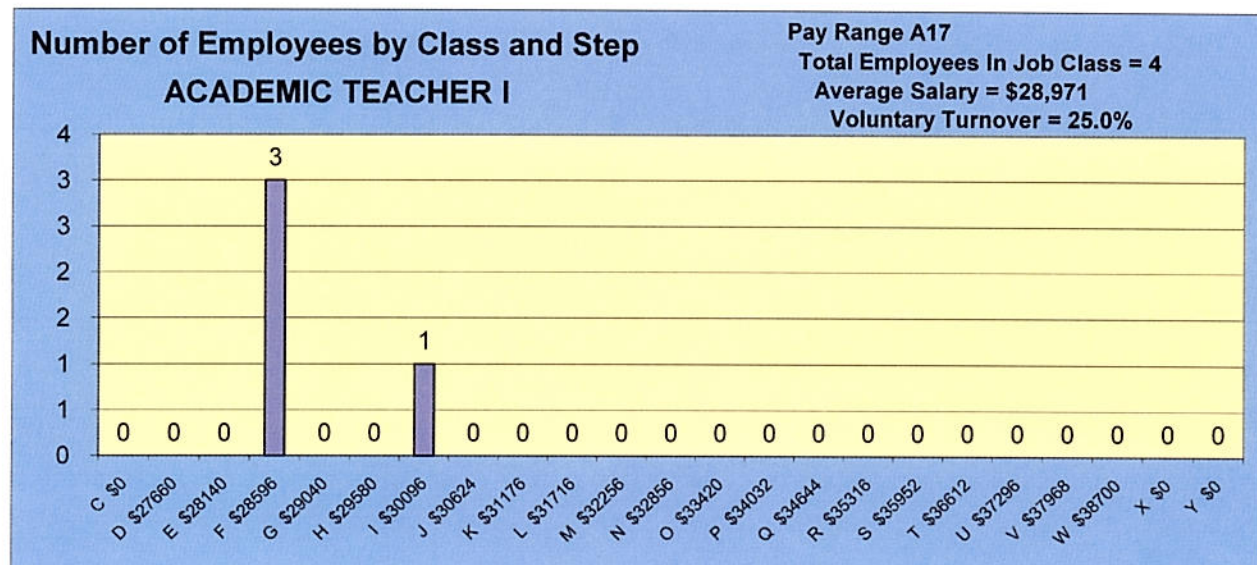
Repositioning is the assignment of a job class to a higher pay range. It is an element of the pay plan designed to address inequitable pay situations, both internally and externally. Repositioning is a possible solution when the pay of the job class is low relative to pay rates of other employers in the labor market, when the distribution of employees in the job class is weighted towards the top of the pay range, and when turnover is high.

Targeted Within-Grade Salary Advancements are another tool to use in cases where a significant pay gap may occur, but the salary range is appropriate for the job class. Targeted WIGs can be used to address turnover issues, pay compression, and large gaps in average salary.

These are job classes that are being included for repositioning for the fiscal year 2013 pay plan (see attachment # 1):

ACADEMIC TEACHER I (from Range 17 to Range 18)

A one range repositioning is recommended for Academic Teacher I because the job class is out of line with other teaching job classes within the UCP. Academic Teacher I is currently assigned to range 17; Vocational Teacher I & Special Education Teacher I currently are on range 18. It seems to be a mystery as to why this situation exists. The minimum qualifications for the Academic Teacher I demand a Bachelor's degree, with no possible substitution. The Vocational Teacher I, on the other hand, has no requirement for a degree—only a high school diploma or equivalency and three years of experience. Further, range 18 is the typical starting range for positions requiring a Bachelor's degree.

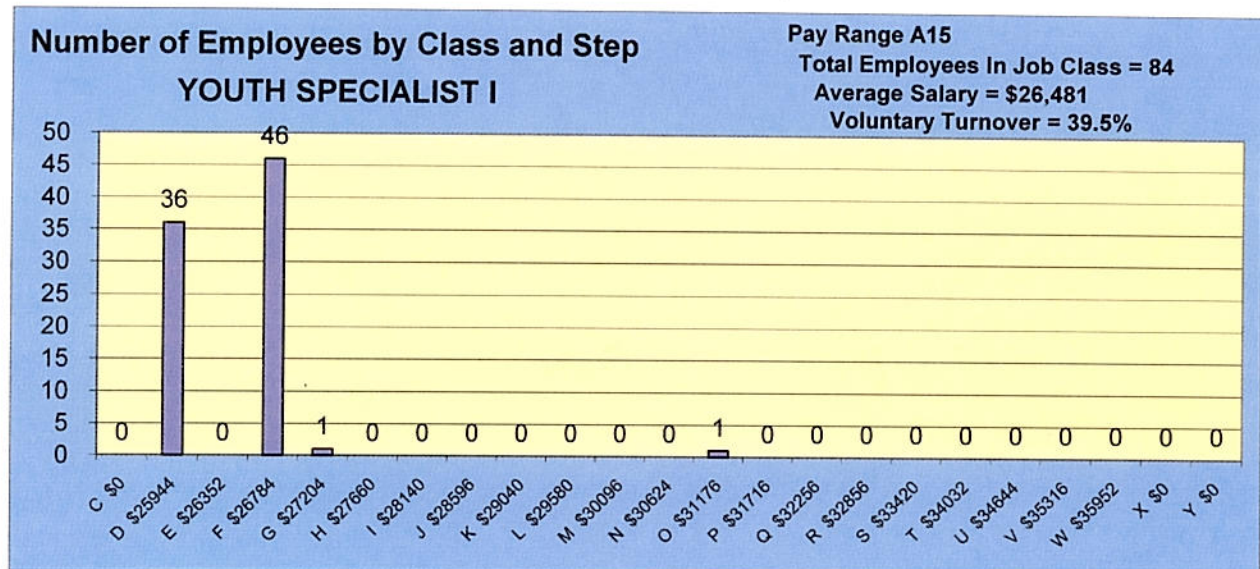


There are four Academic Teacher I's in the UCP, in the Departments of Corrections and Social Services. The next step in this series is Academic Teacher II, which is currently on range 21. This repositioning should not cause any problem in the agencies' ability to promote employees.

YOUTH SPECIALIST I (from Range 15 to Range 16)

A one range repositioning is recommended because this job class is out of line with the Corrections Officer I, which was repositioned from range 15 to range 16 in fiscal year 2007. The Youth Specialist positions deal with juvenile offenders; thus there are significant similarities to the work of a Corrections Officer I. The minimum qualifications for a Youth Specialist I require either two years of college coursework or two years of specialized experience working with youth and a high school diploma or equivalency. The minimum qualifications for a Corrections Officer I are two years of any kind of job experience. Previously the Department of Corrections requested and was authorized to use shift differentials for their custody staff. However, the Division of Youth Services has not made a similar request and thus the Youth Specialists are not currently eligible for any shift differential.

While a Youth Specialist I will typically be promoted to the II level, this process takes a minimum of two years. Typically, most multi-allocated positions in the UCP only require one year of successful experience in order to be promoted to the next level. Voluntary turnover is also somewhat high in this job class, 39.5% as of March 31, 2011, especially in light of current economic conditions. There are a total of approximately eighty-four employees in this class.

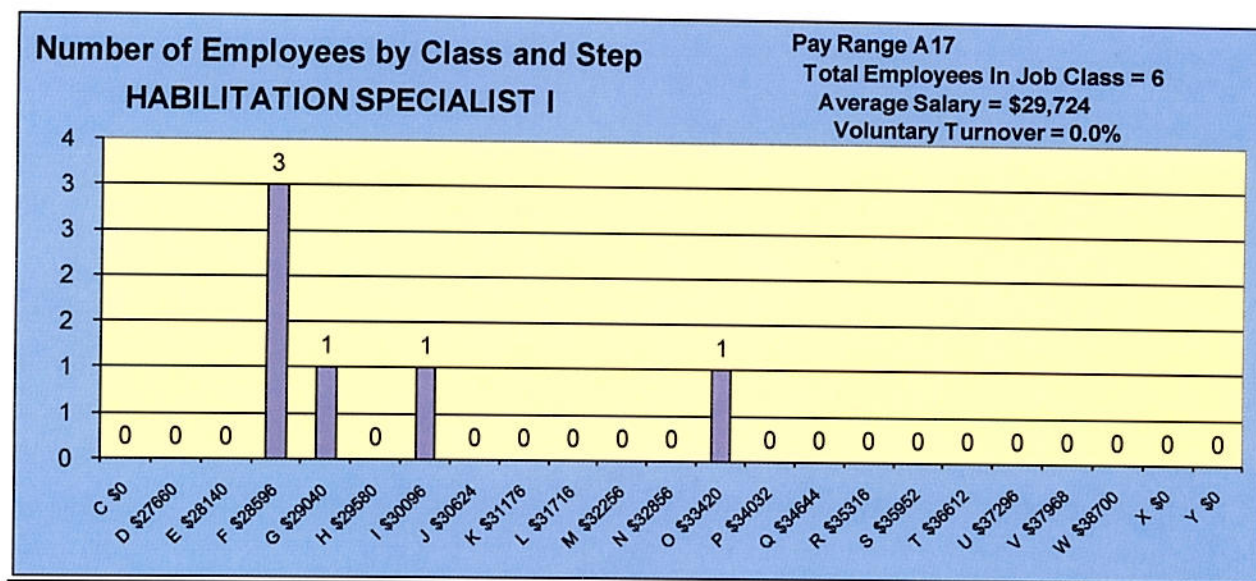


The class exhibits typical pay compression, though this is more the result of the job class being multi-allocated with the Youth Specialist II. The range for the Youth Specialist II is range 18; thus this repositioning should not adversely affect the ability of the agency to promote employees.

HABILITATION SPECIALIST I (from Range 17 to Range 18)

A one range repositioning for the Habilitation Specialist I is recommended because we believe the range assignment, like the Academic Teacher I, is too low for the required minimum qualifications. The qualifications for a Habilitation Specialist I require a Bachelor's degree with at least 24 hours in specialized areas. This is a substantially greater requirement than most job classes on range 18 already. Most entry-level positions (and this position is such) that require a college degree are placed on range 18. In addition, a large majority of those job classes on range 18 allow for experience to substitute for the Bachelor's degree. In the case of the Habilitation Specialist I, the only substitution of experience for the Bachelor's degree is experience as a Registered Nurse (a Medicaid requirement)—and to be a Registered Nurse one already has to have some sort of post-secondary degree or specialized diploma.

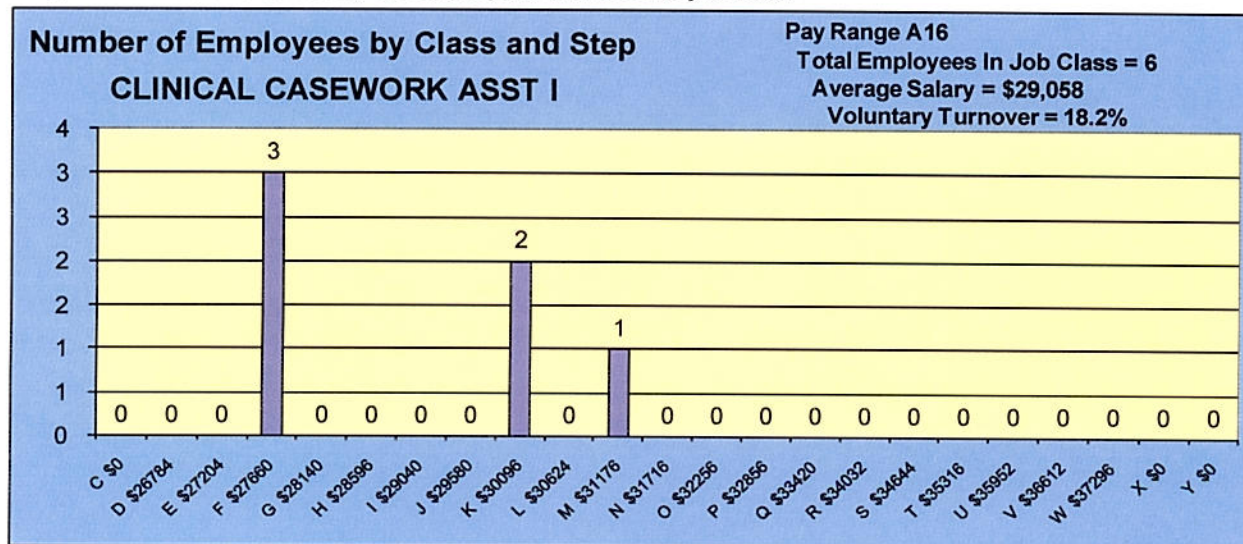
The promotional job class for this class is the Habilitation Specialist II, which is on range 21—currently a difference of 4 ranges. Repositioning the Habilitation Specialist I class to range 18 should not encumber the agency (the Department of Mental Health) from promoting from that level. There are currently six employees in this class.



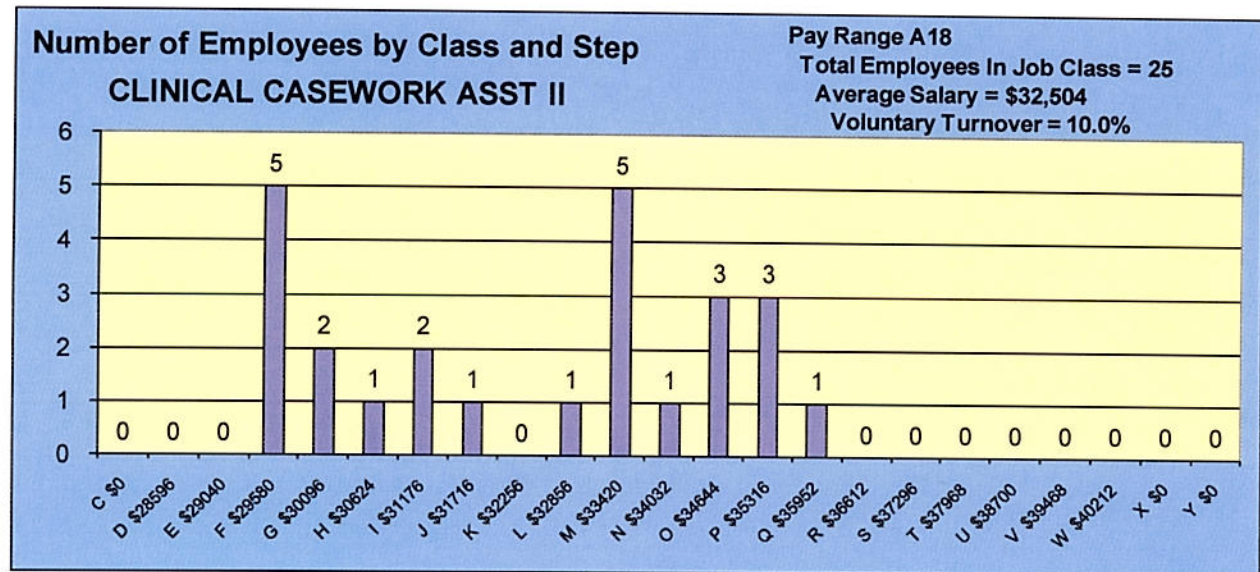
CLINICAL CASEWORK ASSISTANT I (from Range 16 to Range 17)

CLINICAL CASEWORK ASSISTANT II (from Range 18 to Range 19)

A one range repositioning for both the Clinical Casework Assistant (CCA) I and II is recommended because the current range assignment is too low for the minimum qualifications. This is a similar situation to the Academic Teacher I and the Habilitation Specialist I—the minimum qualifications are substantially greater than other job classes on their current ranges. The CCA I requires a Bachelor's degree with 15 hours in one or a combination of specific areas; the CCA II requires either (a) two years as a CCA I, or (b) a Bachelor's degree in Social Work, or (c) a Bachelor's degree with 24 hours in one or a combination of Social Work, Psychology, or Sociology AND specialized clinical casework experience. There are no acceptable experience substitutions for the required education. These minimum requirements are substantially greater than most entry-level job classes currently on either range 16 or range 18. There are currently six employees in the CCA I job class.



There are currently twenty-five employees in the CCA II job class. A repositioning of one range should not cause difficulties for the agency in regards to promotional opportunities from these classes. Voluntary turnover was calculated at 10.0% as of March 31, 2011.



LICENSED PRACTICAL NURSE I (GENERAL) (from Range 14 to Range 15)

LICENSED PRACTICAL NURSE II (GENERAL) (from Range 15 to Range 16)

LICENSED PRACTICAL NURSE III (GENERAL) (from Range 18 to Range 19)

A one range repositioning for all three levels of the LPN series is recommended. There are equity issues between the LPN's and other direct care job classes that work in the same facilities, as well as proposed changes and potential pay increases for the Registered Nurse series.

Turnover in the LPN classes is also quite high, especially given current economic conditions. The most recent voluntary turnover figures for the three classes are (as of March 31, 2011):

LPN I	71.4%
LPN II	21.5%
LPN III	31.4%

High turnover affects both the Veteran's Commission and the Department of Mental Health, who are the primary users of these classifications. The agencies are using the range in paying their LPNs.

Number of Employees by Class and Step

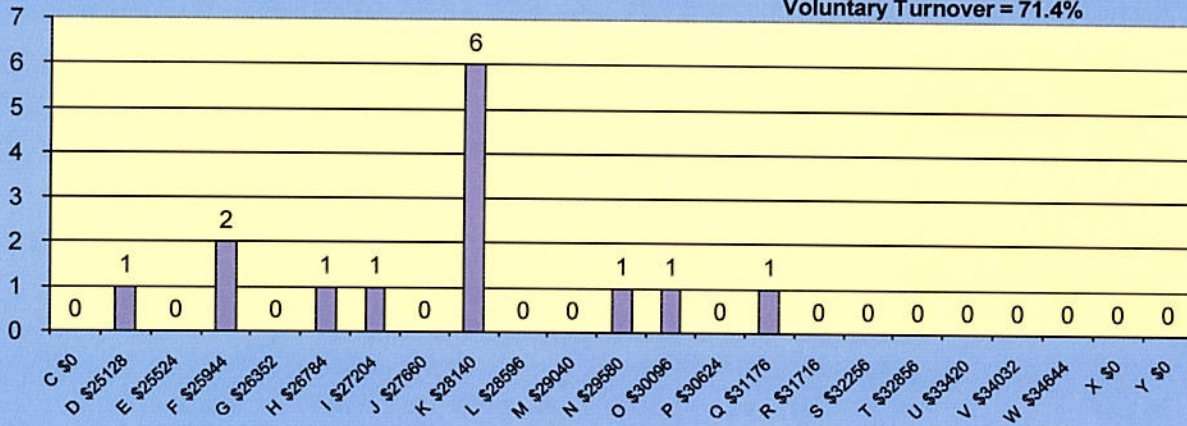
LPN I GEN

Pay Range A14

Total Employees In Job Class = 14

Average Salary = \$27,907

Voluntary Turnover = 71.4%



Number of Employees by Class and Step

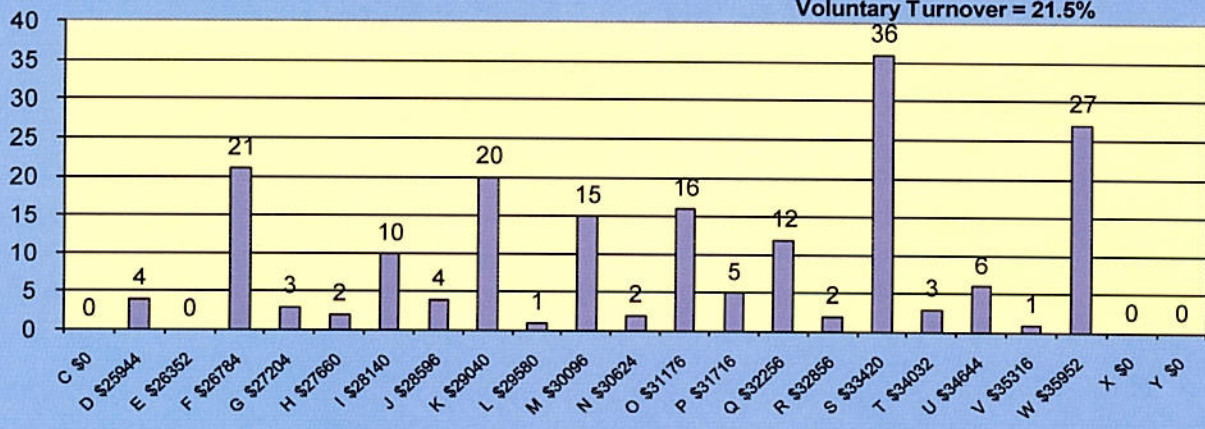
LPN II GEN

Pay Range A15

Total Employees In Job Class = 190

Average Salary = \$31,323

Voluntary Turnover = 21.5%



Number of Employees by Class and Step

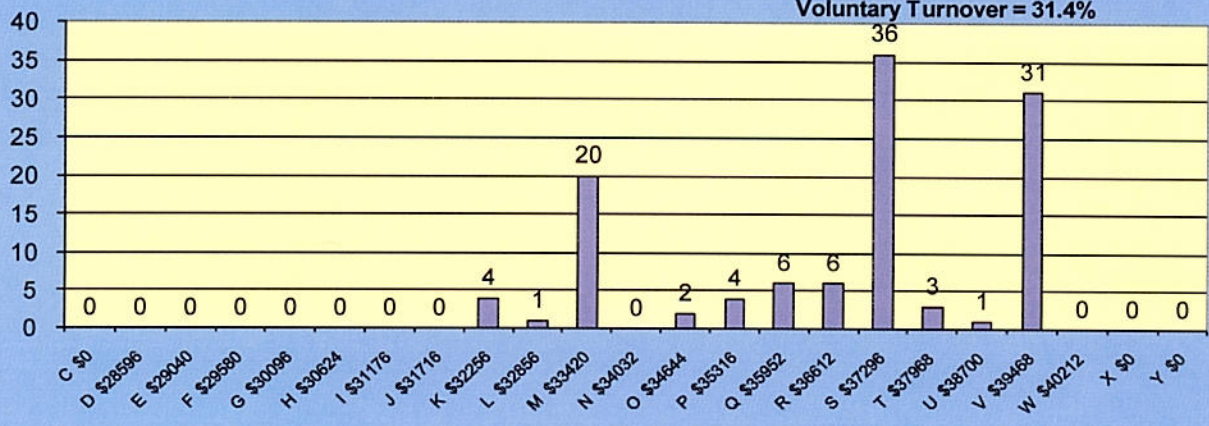
LPN III GEN

Pay Range A18

Total Employees In Job Class = 114

Average Salary = \$36,798

Voluntary Turnover = 31.4%



Total Estimated Cost of Suggested Within-Grade Salary Advancement and General Structure Adjustment

UNIFORM CLASSIFICATION & PAY SYSTEM				
Pay Plan Element	General Revenue	Non-General Revenue	Total	Percentage of Total Personal Services
Within-Grade Increase	\$21,851,909	\$19,822,880	\$41,674,789	3.0%
General Structure Adjustment (3.2%)	\$23,544,144	\$21,357,985	\$44,902,129	3.2%
Repositioning	\$216,757	\$383,367	\$600,124	
Total UCP System Agencies, Salary Only	\$45,612,810	\$41,564,231	\$87,177,042	6.2%
Benefits (28.38%)	\$12,944,916	\$11,795,929	\$24,740,844	
Total UCP System Agencies, Salary plus Benefits	\$58,557,726	\$53,360,160	\$111,917,886	
NON-UCP SYSTEM AGENCIES				
Pay Plan Element	General Revenue	Non-General Revenue	Total	Percentage of Total Personal Services
Within-Grade Increase	\$8,119,427	\$15,828,226	\$23,947,654	3.0%
General Structure Adjustment (3.2%)	\$8,748,204	\$17,053,981	\$25,802,186	3.2%
Repositioning	\$ -	\$ -	\$0	
Total Non-UCP System Agencies, Salary Only	\$16,867,632	\$32,882,208	\$49,749,839	6.2%
Benefits (28.38%)	\$4,787,034	\$9,331,971	\$14,119,004	
Total Non-UCP System Agencies, Salary plus Benefits	\$21,654,666	\$42,214,178	\$63,868,844	
ALL AGENCIES				
Pay Plan Element	General Revenue	Non-General Revenue	Total	Percentage of Total Personal Services
Within-Grade Increase	\$29,971,336	\$35,651,106	\$65,622,442	3.0%
General Structure Adjustment (3.2%)	\$32,292,349	\$38,411,966	\$70,704,315	3.2%
Repositioning	\$216,757	\$383,367	\$600,124	
Total All Agencies, Salary Only	\$62,480,442	\$74,446,439	\$136,926,881	6.2%
Benefits (28.38%)	\$17,731,950	\$21,127,899	\$38,859,849	
Total All Agencies, Salary plus Benefits	\$80,212,392	\$95,574,339	\$175,786,730	

ATTACHMENT # 1

INDEX #		CLASS TITLE	FY2012 Pay Range				Range Movement	Proposed FY2013 Pay Range			Estimated Cost
			FY12 Range	FY12 Min Sal	FY12 Max Sal	FY13 Range		FY13 Min Sal	FY13 Max Sal	# Ees	
3005		Academic Teacher I	A17	\$27,660	\$38,700	1	A18	\$28,596	\$40,212	4	\$4,032
5076		Youth Specialist I	A15	\$25,944	\$35,952	1	A16	\$26,784	\$37,296	88	\$72,552
4407		Habilitation Specialist I	A17	\$27,660	\$38,700	1	A18	\$28,596	\$40,212	6	\$6,312
5278		Clinical Casework Asst I	A16	\$26,784	\$37,296	1	A17	\$27,660	\$38,700	6	\$6,048
5279		Clinical Casework Asst II	A18	\$28,596	\$40,212	1	A19	\$30,096	\$41,712	26	\$45,576
4317		LPN I General	A14	\$25,128	\$34,644	1	A15	\$25,944	\$35,952	14	\$12,912
4318		LPN II General	A15	\$25,944	\$35,952	1	A16	\$26,784	\$37,296	190	\$212,568
4319		LPN III General	A18	\$28,596	\$40,212	1	A19	\$30,096	\$41,712	114	\$240,048
TOTALS										448	\$600,048